

Consultation	15 Liskeard and Looe Community Network Area Discussion Paper - Preferred Approach
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Contents

LL 1 Introduction	88
LL 2 Community Network Area Map	89
LL 3 What You Have Told Us	90
LL 4 Approach to Future Growth and Distribution	91
LL 5 Levels of Proposed Growth	92
LL 6 Liskeard Town Framework	96
LL 7 Questions	102

1 Introduction

LL 1 Introduction

The Liskeard & Looe Community Network Area covers the parishes of Devick, Duloe, Dobwalls & Trewidland, Lanreath, Lansallos, Lanteglos, Liskeard, Looe, Menheniot, Morval, Pelynt, Quethiock, St Cleer, St Keyne, St Neot, St Martin-by-Looe, St Pinnock and Warleggan.

Liskeard and Looe are the main settlements within this area, and act as the local service centres to the many smaller settlements surrounding them. Larger villages in the area include Dobwalls, Menheniot, St.Cleer, Pelynt, Polperro and Polruan. There is also a large network of small villages and hamlets throughout the area.

Liskeard is one of Cornwall's oldest urban and market centres; it has significant historic buildings and townscape, and its setting on its hilltop overlooking wide tranches of landscape is an important characteristic. Like many market towns in Cornwall, Liskeard saw significant growth during the industrial revolution, but its stannary town status goes back even further.

Looe has an important fishing centre but also has a strong tourist economy, which initially developed because of its branch line rail access.

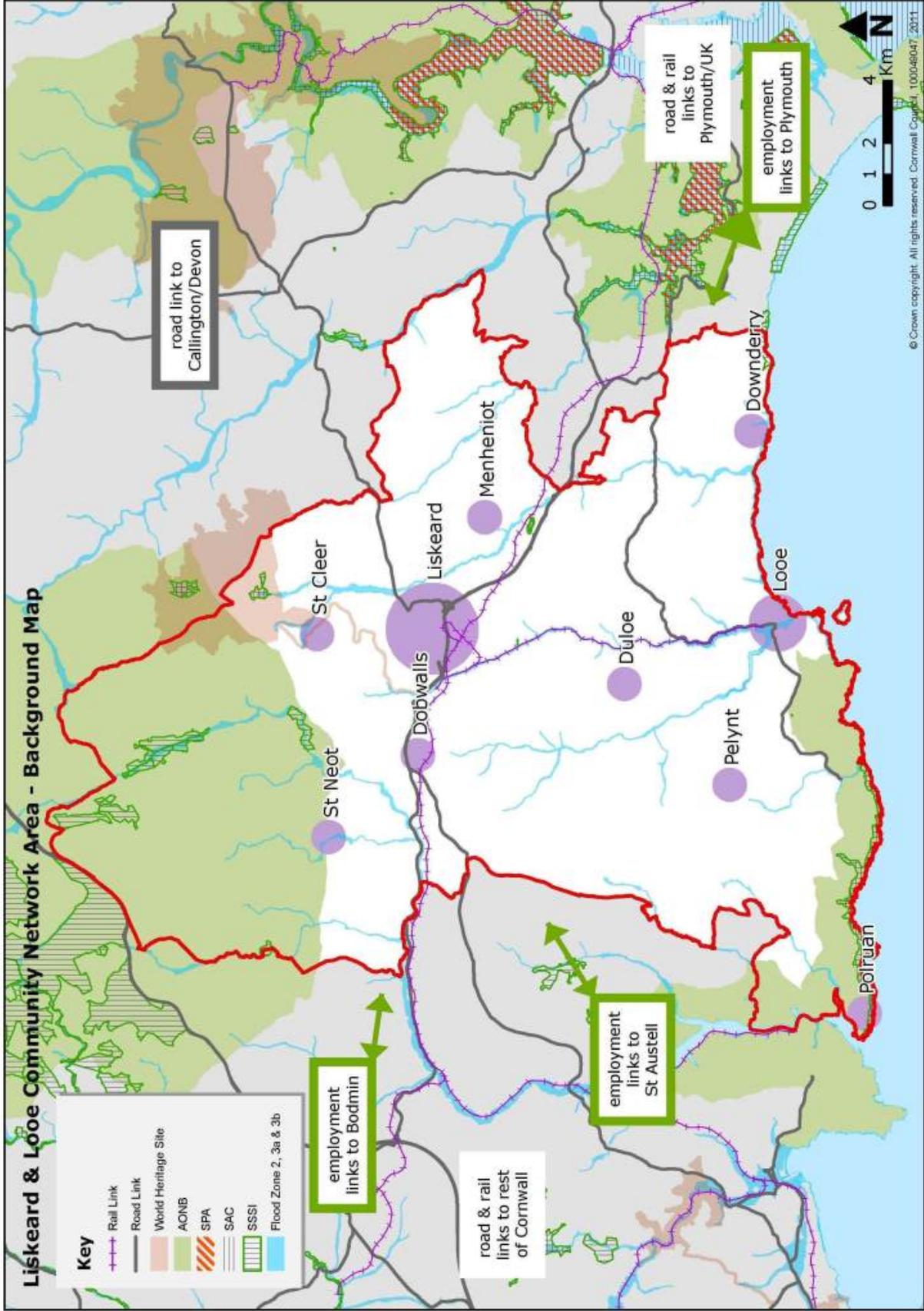
Liskeard is the subject of a draft Town Framework Plan which is set out at Section LL6.

The population of Liskeard is 9,100 and Looe's population is 5,600. The total for the community network area is 33,100, with around 15,500 dwellings. The number of dwellings has grown by approximately 14% in the period 1991 to 2010. Key facts about the Liskeard & Looe Community Network Area can be found at www.cornwall.gov.uk/Default.aspx?page=20177.

Community Network Area Map 2

LL 2 Community Network Area Map

Figure 1



3 What You Have Told Us

LL 3 What You Have Told Us

Research and consultation have identified the following objectives for the area:

Objective 1 – Sustainable Development

Improve the sustainability of the community network area by planning its future growth in such a way that all forms of development are integrated (e.g. housing, employment, retail, leisure, transport etc). In particular, improve connectivity within Liskeard (including the periphery) as well as to / from Liskeard to ensure the town functions effectively as a major hub and service centre for the network area. This should include enhanced public transport provision.

Objective 2 – Liskeard as a Service Centre

Strengthen Liskeard's role as a service centre and improve town centre viability through schemes including the redevelopment of the cattle market and relocation of the post sorting office to provide a pannier market.

Objective 3 – Growth and Tourism in Looe

Consider the extent and location of growth of Looe, in the face of its physical constraints, whilst maximising its tourism potential.

Objective 4 – Economy and Jobs

Deliver economic growth / employment, providing much needed jobs to counter balance current and future housing development in and on the edge of Liskeard.

Objective 5 – Housing

Balance the housing stock to provide a range of accommodation, particularly for open market family homes and intermediate affordable housing in Liskeard.

Objective 6 – Leisure Facilities in Liskeard

Improve the provision of recreational, cultural and leisure services and facilities in Liskeard with particular focus on delivering sports pitches.

Approach to Future Growth and Distribution 4

LL 4 Approach to Future Growth and Distribution

The following factors have been identified and taken into account in arriving at the proposed growth and distribution levels within the Liskeard and Looe Community Network Area⁽¹⁾.

Figure 2 Liskeard and Looe Growth Factors summary table

Policy Objectives		
Housing Need And Supply	The number of new households in the area is forecast to grow by over 3,000 over the next twenty years if current trends continue, and many of these households will require additional homes to be built. Furthermore, there is a need for almost 1,000 additional affordable homes to be provided over the next ten years to accommodate those already in housing need. Land to accommodate around 3,500 homes has been identified in and around Liskeard town indicating capacity for growth. There is competition between permanent and temporary residents for accommodation in the area, and the growth figure chosen will need to accommodate this level of competition to ensure local residents can access suitable housing.	↑
Economy & Regeneration	The area falls within the St Austell Travel to Work Area and is in direct competition with other centres such as St Austell and Bodmin in terms of attracting employment opportunities and employees, and the fact that the area is producing 5% of Cornwall's GVA from 6% of Cornwall's population indicates it does not fare as well as other centres. Liskeard town and its industrial estates are situated on the A38 and as a result have good transport links within and out of Cornwall.	—
Community Aspirations	Growth will help deliver many of the aspirations of local communities in the area.	↑
Infrastructure and Environmental Considerations		
Infrastructure	Liskeard and Looe town residents have access to a wide range of infrastructure, and growth will help maintain or enhance these services and facilities.	↑
Transport Links & Accessibility	Liskeard is strategically placed on the A38 and has good transport links within and out of Cornwall. Liskeard is on the main railway line in Cornwall and Looe is accessible by branch line. Rural residents in the area have access to some infrastructure and additional growth may help maintain these services and facilities.	↑
Environmental Considerations	Significant parts of the area fall within nationally recognised landscape and historic character designations. New development has to be carefully planned to minimise its impact. Flood risk and mitigation is an issue that needs careful consideration.	—
Socio-Economic Considerations		
Population	The population of the area could grow by around 3,700 over the next twenty years if current trends continue, and a number of new homes will need to be provided to accommodate this increase in population.	↑
Employment & Jobs	Employment in the area tends to be in sectors that are traditionally low paid and can be seasonal. Unemployment in the area is generally at a similar level to the rest of Cornwall.	—
Viable Places – Settlement Functionality	An appropriate level of growth can help maintain and enhance the viability and resilience of existing communities. Liskeard and Looe are the main urban centres in the area and have a good range of services and facilities available to meet the needs of current and future populations.	↑
Retail	The majority of residents in the area consider Liskeard town to be their main shopping centre for a range of goods, and growth will help maintain and enhance the quantity and quality of the retail offer in the town. Slightly more people think of Plymouth as their main shopping centre (14%) than they do of Looe (11%). Some daily retail needs of residents can currently be met locally in a number of smaller settlements in the area, and an appropriate level of growth can help maintain these facilities.	↑
Deprivation	There are areas in Liskeard town that appear in the most deprived quintile in England in terms of deprivation. Growth and regeneration can reduce deprivation by giving people the training to find higher skilled and better paid jobs by enhancing training and employment opportunities in an area. The proposed regeneration initiatives and development could provide residents with the training and employment opportunities required to raise deprivation levels in the area.	↑

Key:

Supports the case for future growth	No conclusion reached / Further evidence required	Suggests concerns over future growth
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1 For more detail on these factors please see the supporting evidence base document 'Community Network Area Growth Profiles' available at www.cornwall.gov.uk/corestrategy.

5 Levels of Proposed Growth

LL 5 Levels of Proposed Growth

In determining the growth and distribution targets for this Community Network Area we have taken into account feedback received during the Options consultation (which took place during February – April 2011) as well as the conclusions from the supporting evidence base documents, such as the Community Network Area Growth Profiles. Full details for all of these documents can be found at www.cornwall.gov.uk/corestrategy.

Feedback from the public exhibition held in Liskeard on 4th April show that 61% opted for medium growth across Cornwall (48,000 new homes) whilst 21% opted for low growth (38,000 new homes) and 18% opted for high growth (57,000 new homes).

In addition, 43% preferred the Cornwall towns approach to distribution (growth focussed in Cornwall's main towns) whilst 32% opted for the economy-led option which focuses on key regeneration areas and 25% preferred the dispersed approach (growth split between main towns and villages).

During the consultation Liskeard Town Council stated a preference for a mixture of the Cornwall towns option and the dispersed approach; whilst Lanreath and Pelynt Parish Councils chose the dispersed approach. St Cleer chose the economy-led approach and Duloe Parish Council stated that all the options had positives and negatives and so were unable to choose one option over another.

Based on a Cornwall-wide growth target of 48,000 new homes, we have identified that the Liskeard & Looe Community Network Area should anticipate a growth target of 1,950 new homes over the period 2010-2030 (equating to about 98 new homes per year)⁽²⁾. This is lower than the housing growth rates seen over the past 10 years where there was an average of 121 new homes built per year in this network area⁽³⁾. In addition, many of these new homes already have planning permission as demonstrated in the table below.

Table 1

Area	No. of new homes 2010-2030	Dwellings completed April 2010-April 2011	Dwellings under construction April 2011	Dwellings with unimplemented planning permission April 2011	Remainder to be provided by 2030
Liskeard	1250	128	33	73	1016
Remainder of the Community Network Area	700	82	85	249	284
Total	1950	210	118	322	1300

Potential new Eco-Community Site

To properly explore all the options for future development in Cornwall, Cornwall Council engaged consultants in 2011 to undertake a 'Call for Sites' for potential new eco-communities within Cornwall which meet the level of standards set out in Planning Policy Statement 1: Supplement on eco-towns⁽⁴⁾. More information on this is also provided on our website⁽⁵⁾.

2 For more details see the Housing and Distribution paper via www.cornwall.gov.uk/corestrategy

3 Dwelling Number by Parish and Community Network Area 1991-2010

4 www.communities.gov.uk/publications/planningandbuilding/pps-ecotowns

5 www.cornwall.gov.uk/default.aspx?page=27799

Levels of Proposed Growth 5

Eco-communities should aim to: ⁽⁶⁾

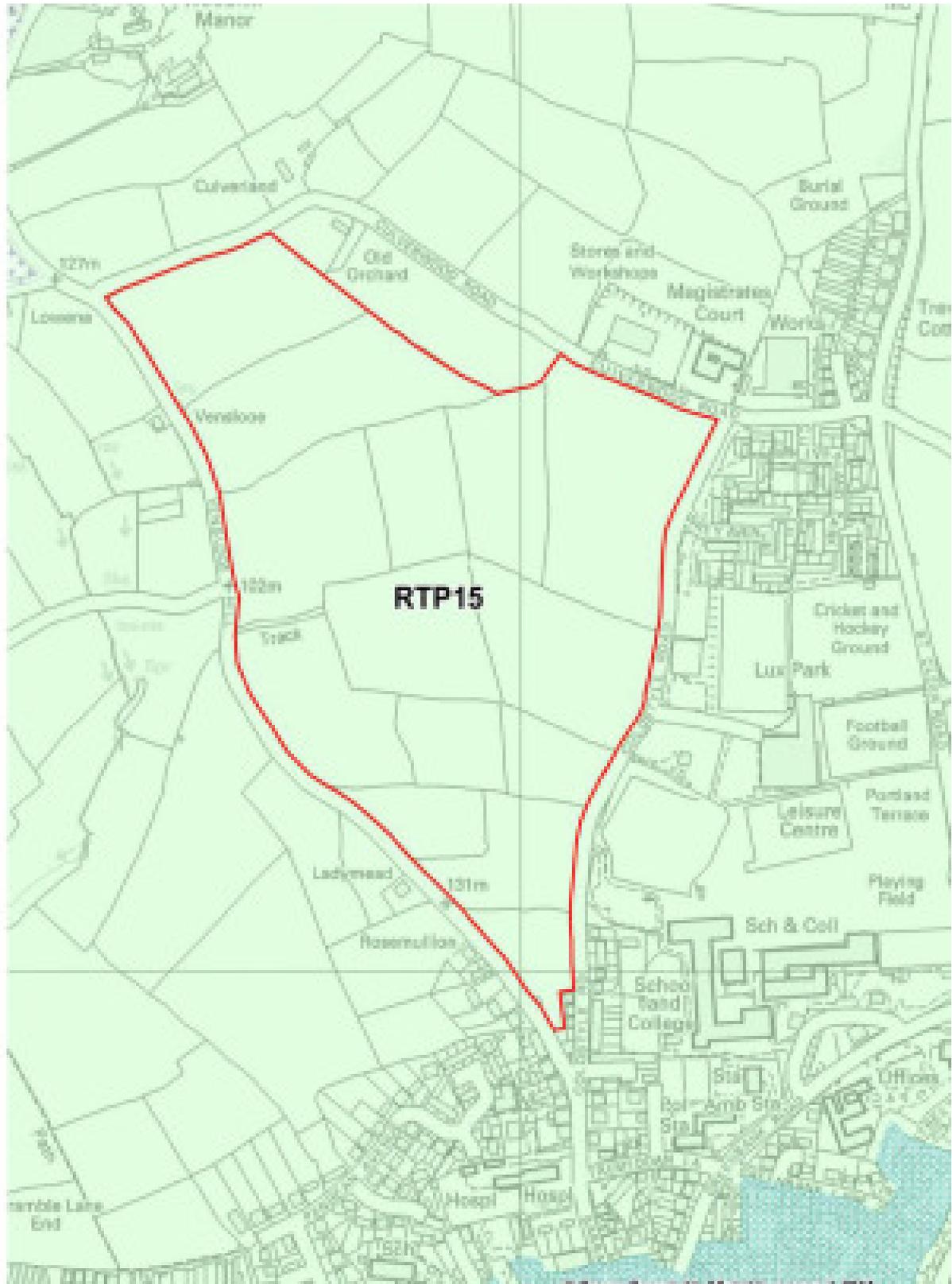
- achieve sustainability standards significantly above equivalent levels of development in existing towns and cities;
- reduce the carbon footprint of development to a low level and achieve a more sustainable way of living;
- be resilient to, and appropriate for, climate change; with both mitigation and adaptation in mind;
- provide increased commitment and infrastructure for sustainable energy;
- provide access to one employment opportunity per new dwelling that is easily reached by walking, cycling and/or public transport;
- provide for at least 30 per cent affordable housing.

As a result of this work 11 sites across Cornwall have been identified as meeting the relevant criteria.

One of these sites was identified within the Liskeard & Looe Community Network Area to the west of Coldstyle Road, Liskeard which is shown as Site RTP15 on the map below.

5 Levels of Proposed Growth

Map 1 Land to the West of Coldstyle Road, Liskeard, Liskeard Parish



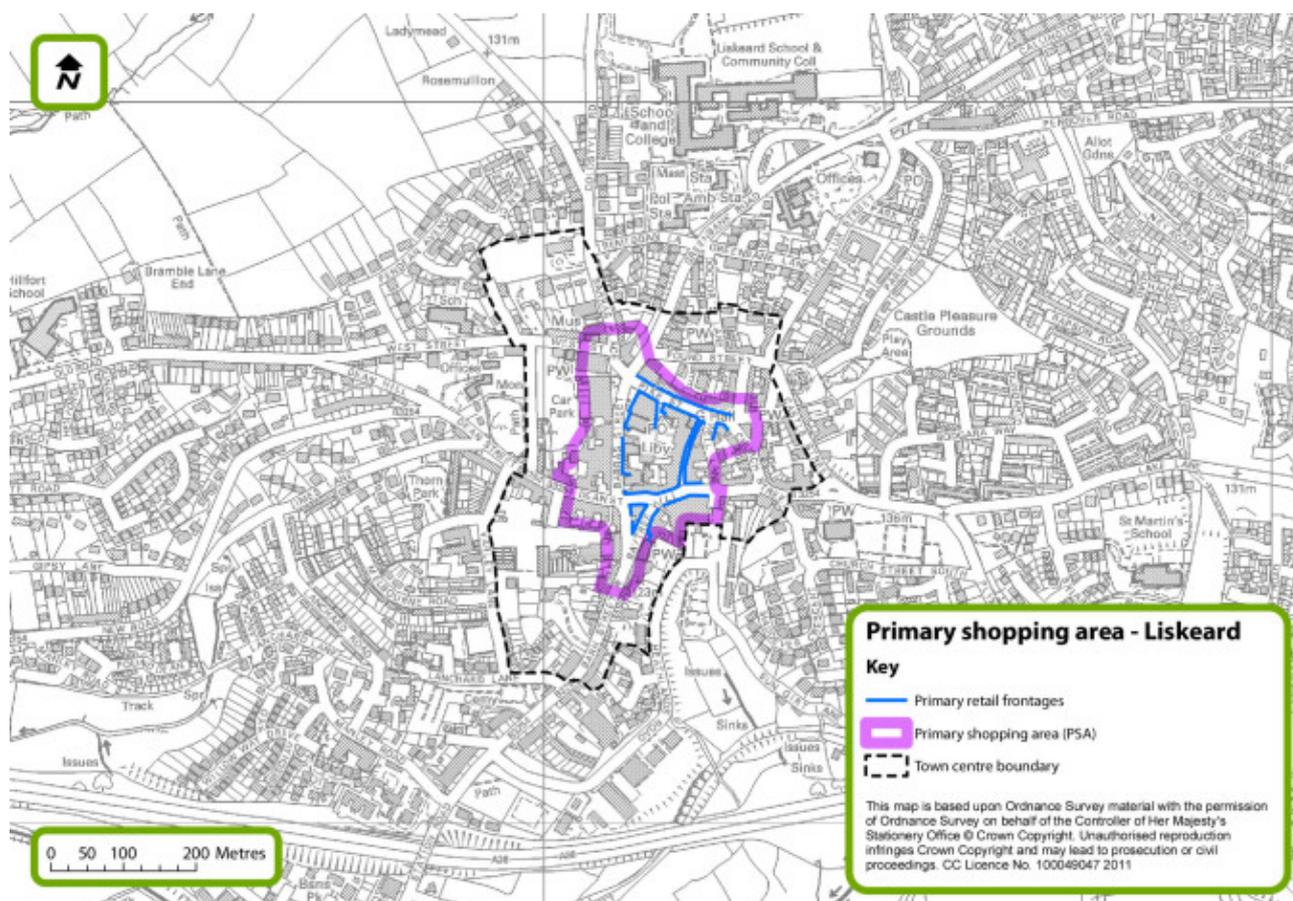
A more detailed exploration would need to be undertaken before any sites are progressed, and normal planning application procedures would still apply. The site areas identified were submitted by a third party and are not necessarily supported by Cornwall Council. However, the Council is keen to understand whether there would be local support, in principle, to develop these sites as new eco-communities.

Levels of Proposed Growth 5

Retail and Liskeard Town Centre⁽⁷⁾

The following map of Liskeard shows the extent of the primary shopping area and primary retail frontages as set out in the Retail Study⁽⁸⁾ and the town centre boundary as set out in the Liskeard Town Framework Plan (see section LL6).

PPS6: Planning for Town Centres (2005)⁽⁹⁾ and the draft National Planning Policy Framework (NPPF, 2011)⁽¹⁰⁾ define primary shopping areas as where retail development is concentrated. According to PPS6 and the draft NPPF the extent of primary retail frontages are likely to include a high proportion of retail uses. Under the PPS6 and draft NPPF definition town centres include the primary shopping area and areas of predominantly leisure, business and other main town centre uses that are within or adjacent to the primary shopping area.

Map 2

7 Cornwall Council is in the process of reviewing the town centre and retail related boundaries in consultation with its retail consultants. It is intended that all of these boundaries will be reviewed before the next stage of the plan.

8 www.cornwall.gov.uk/retailstudy

9 www.communities.gov.uk/documents/planningandbuilding/pdf/147399.pdf

10 www.communities.gov.uk/publications/planningandbuilding/draftframework

6 Liskeard Town Framework

LL 6 Liskeard Town Framework

6.1 Background

The Liskeard Town Framework is a document that is being prepared by Cornwall Council to help inform and guide future development over 20 years (i.e. 2010 to 2030). The document will set out the vision and objectives for the area; develop a spatial strategy that highlights appropriate locations and scale of development; plus it will set out the infrastructure that will need to be delivered to ensure it meets the needs of the existing and future population.

The Town Framework and the Core Strategy are being progressed in tandem and the evidence generated through the 'Framework' will help to inform the future strategic policies of the Core Strategy and other Council documents. This section summarises the work undertaken to date and sets out the options that the Council believe could accommodate the commercial and housing growth that is being proposed.

6.2 Local Issues and Objectives

A key priority of the Framework is to maintain and, where possible, enhance the individual identity of Liskeard. Through an increasing evidence base derived from the Liskeard Community Strategic Plan, Council led housing, retail and employment studies, and continued engagement with a steering group made up of representatives from the Town Council, Cornwall Councillors, Town Forum and surrounding parishes, a number of issues and objectives have been developed.

Local issues for the town include:-

- Provision of a link road between Charter Way and the B3254;
- A full flow junction at Moorswater to ease traffic pressures within the town;
- Improved cycle/walking link to Caradon Hill World Heritage Site; and
- Provision of sports pitches.

6.3 Future Economic Growth

Liskeard has a relatively narrow employment base in retail and service activities, but no significant representation in manufacturing sectors. The town has a reasonable degree of self containment (50% of resident employees have jobs within the town), although a proportion (12%) of workers out-commute to Plymouth.

Following the town's historic association with agriculture, local aspirations include the relocation of the cattle market to a more accessible edge of town location. This would free up a town centre site with the potential to improve Liskeard's retail offer, whilst maintaining valuable cultural heritage. The delivery of the next generation of faster broadband throughout south east Cornwall ahead of other UK locations also provides an opportunity to attract and retain high value business in Liskeard.

In line with local aspirations for Liskeard's growth to be economically driven it is important that the proposed projections for employment provision set out in the Employment Land Review (ELR)⁽¹¹⁾ are met (if not exceeded). The ELR estimates that over a 20 year period economic growth could stimulate the generation of approx. 400 office based jobs; 250 industrial based jobs; and a figure in the region of 2,500 jobs in connected industries such as retail, leisure, education, healthcare, financial services etc. This would cover an area of approximately 9 hectares for the community network area. The Liskeard Town Framework Steering Group are keen to promote Liskeard as an economic centre for south-east Cornwall, and as such feel the figures suggested within the ELR are insufficient to meet future demand given the

Liskeard Town Framework 6

level of housing growth proposed. **The 11.5 hectares currently allocated for employment in the Caradon Local Plan is therefore promoted by the steering group as a minimum level of provision for the town.**

The Cornwall Retail Study (2010)⁽¹²⁾ indicates that over a 20 year period, Liskeard could accommodate between 3,200 and 3,600 sqm of convenience retail floorspace (e.g. food stores); together with up to 7,500 sqm of comparison retail floorspace.

Summaries of the suitability for economic growth in the six development site options for Liskeard are set out below. (Map later in this section sets out their locations.)

Site L1: The site is approximately 51 ha and could accommodate a substantial level of employment growth, as part of a mixed use development. Areas to the south and west are closest to existing employment areas. Planning approval in the south west part of the site will provide approximately 450 homes. An area within this site could be considered for supermarket development on the opposite side of the town to the existing Morrisons. 8.8 ha of sports pitch provision is allocated within this site, and this is shown as L9 on the map at the end of this section.

Site L2: This 13 ha site abutting the hospital could provide employment space as part of a mixed use development.

Site L4: As the largest site at 63 ha, site L4 provides a good opportunity for employment/retail provision, as part of a mixed use development, with the northern and far southern elements of the site probably providing the best areas for employment growth as a result of its good linkages. The northern part of the site (allocated in the Caradon Local Plan for 11 ha of employment land) is adjacent to an existing industrial estate and would form a natural extension for this purpose. The Steering Group wish to continue to promote the land allocated for employment for this purpose only; this is shown as Option L3 on the map. Land to the south could be developed for employment through a serviced road which is in close proximity of the A38.

Site L5: A 9 ha site south of the A38. Severance from the town makes residential development problematic. Employment development is regarded as preferable in this location due to its lower impact on the transport network, although the other site options discussed are preferred for employment. However, this site would provide the opportunity for employment uses to be delivered without the need to plan it as part of a wider mixed use development.

Sites L6 and L7: Both sites are to the south west of the A38. L6 (7 ha) could accommodate small levels of employment development. If the whole area (L6 and L7) were to be developed, a transport solution linking the site to the A38 would be a requirement. However, housing development is likely to yield a greater return on developer contributions to any junction.

Site L8: A 42 ha site which is capable of accommodating employment/retail growth, as part of a mixed use development. Connectivity issues are more complicated here than other sites to the east; therefore growth in this area could follow sites with better connections to the transport network.

6.4 Future Housing Growth

As set out in Section LL5, a growth target of 1,250 dwellings for the town of Liskeard is proposed, which would be delivered over a 20 year period (2010-2030). This will go some way to delivering the affordable housing needs within the area, as well as providing a balance between housing and future economic growth.

6 Liskeard Town Framework

6.5 Delivery of Housing in the Existing Urban Area

An assessment of sites within the existing urban area that could appropriately deliver housing has been carried out through the Strategic Housing Land Availability Assessment (SHLAA)⁽¹³⁾. This amounts to approximately 680 dwellings including the Caradon Local Plan Allocation ALT11 for 475 homes.

6.6 Delivery of Housing Outside the Existing Urban Area

Whilst seeking to prioritise the delivery of housing within the urban area, development of greenfield land will be necessary to meet required housing targets for Liskeard. i.e. approx. 1,250 dwellings.

Through desk and field based assessments and steering group engagement, a number of development options have been generated. (A paper setting out the assessment of land which has resulted in these development options being put forward is available on the website - www.cornwall.gov.uk/corestrategy).

Important: As part of any major development, it is expected that employment uses will form part of the overall mix of development. The comprehensive masterplanning of sites should demonstrate how this will be delivered.

Summaries of the suitability for housing growth in the 6 development site options for Liskeard are set out below⁽¹⁴⁾. The map later in this section sets out their locations. A minimum build rate of 30 dwellings per hectare is applied here, to respect the surrounding built and natural environment.

Site L1: The site could provide over 900 dwellings and is well suited to an expansion of Liskeard. The site should be considered for inclusion of a new neighbourhood centre to complement any housing development, which would provide services and facilities for the development such as retail and employment. Impact on the strategic road network will need to be carefully considered.

Site L2: The site could provide approximately 240 homes. The site is surrounded by industry and community facilities and could be suitable for a mix of development to include some housing.

Site L4: Over 1,100 homes could be provided within this site, though its suitability to accommodate a substantial amount of employment land should be taken into account. There is a local desire to relocate certain town centre uses such as the cattle market and post sorting office, which could be included within the range of uses this 63 ha site should comprehensively deliver. Impact on the strategic road network will need to be carefully considered. It is also noted that a part of the site to the east crosses over to the neighbouring Parish of Menheniot. The issue concerning council tax payments new development brings to the respective town and parish councils is of concern to the Liskeard Steering Group.

Sites L6 and L7: L6 could provide approximately 120 homes as an extension to an existing residential area, though impact on traffic movements within and out of Liskeard will need to be very carefully considered. This could reduce the option of major housing development in this area.

13 www.cornwall.gov.uk/shlaa

14 The number of houses proposed on each site was calculated on the basis that only 60% of each site would be used for housing, with the remaining 40% used for the associated infrastructure (including public open space) and employment space. Furthermore, any developer taking forward any of the sites would be expected to make contributions towards the upgrade of the area's transportation network, education and healthcare facilities; as well as deliver affordable housing in accordance with Council policies.

Liskeard Town Framework 6

Site L7 may lend itself more to residential development if a substantial level of funding is required to provide new access to the A38 in the form of a full flow junction. With a 40% site reduction for employment, green space etc, (see footnote) the site could yield approximately 340 homes, however, if the reduction was removed the figure would rise to 600 homes.

Site L8: A 42 hectare site capable of accommodating approximately 550 homes, together with a mix of employment uses. South eastern parts of the site are well located in terms of proximity to services, facilities and the town centre. Connectivity issues are more complicated here than other sites to the east as linkages to the A38 would be required; therefore it is anticipated that growth in this area would be better suited to come forward later in the plan period, when other sites have been developed (e.g. Site L1) which will have helped to create better connections to the transport network.

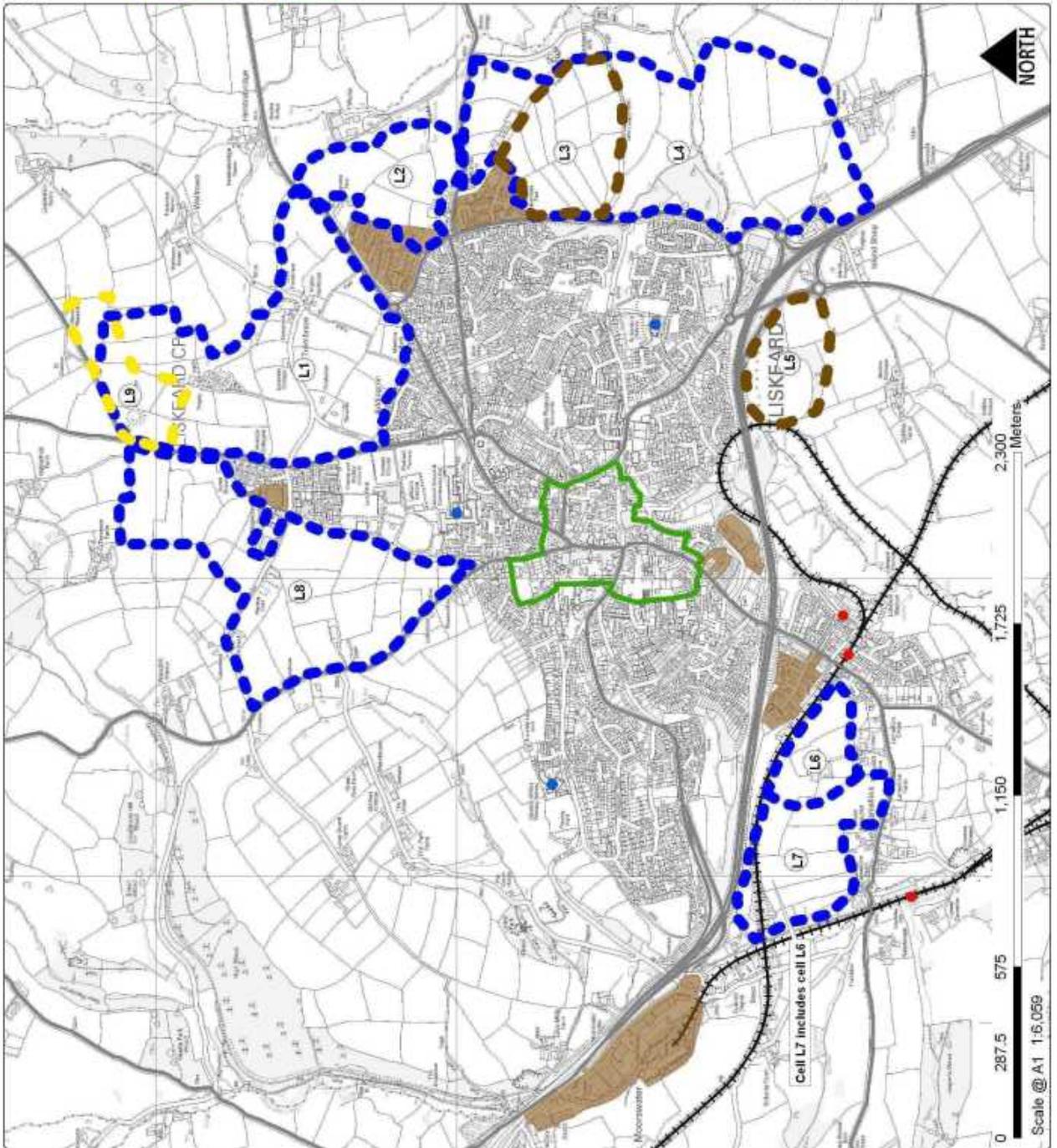
6 Liskeard Town Framework

Map 3

Liskeard Town Framework Potential Development Options

- Legend**
-  Mixed Development
 -  Employment Development
 -  Existing Employment Area
 -  Open Recreation
 -  Town Centre
 -  Main Connecting Roads
 -  Railway Station
 -  Railway Lines
 -  Schools

Cell Reference	Site Area (Ha)	Site Area 60% (Ha)	Yield @ 30 dph	Yield @ 40 dph
L1	51	30.6	918	1224
L2	13	7.8	234	312
L4	63	37.8	1134	1512
L5	9	5.4	162	216
L6	7	4.2	126	168
L7	23	13.8	414	552
L8	42	25.2	756	1008



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Liskeard Town Framework 6

6.7 Infrastructure

The information provided below is a summary of a more detailed report entitled: - *Infrastructure Planning Town Overview*.

Transportation

- Potential road schemes include traffic management scheme and a full flow junction at Moorswater.
- Town cycle network.

Education

- Primary school capacity of 684 pupils will reach capacity by 2014. Safeguarded site for a further primary school exists.
- Secondary school capacity of 1,590 pupils. School could have surplus of 550 places by 2014. Proposed housing development could be accommodated within existing provision.

Utilities

- Information is currently unavailable on how proposed levels of growth will impact upon gas, water, sewage and electricity.
- Work ongoing with South West Water and Environment Agency in relation to drainage, flood risk and mitigation.

Green space

- Work identifying the quality of publicly accessible green space in Liskeard has not been undertaken at this stage.

Healthcare

- It is estimated one additional GP will be required to cater for the growth in population.

Historic environment

- Conservation Area designation and appraisals.

Leisure facilities

- Local concerns over access to leisure facilities.

Regeneration

- The development of Liskeard Business Park, the redevelopment of the cattle market, the re-location of the postal sorting office, and the Station Road regeneration project.

7 Questions

LL 7 Questions

Community Network Area Aims & Objectives (see sections LL3 and LL5)

Question LL 1

Do you agree with the objectives for the Liskeard & Looe Community Network Area?
If not, please indicate which you disagree with.

Question LL 2

What are your top three objectives for the Liskeard & Looe Community Network Area?

Question LL 3

Are there any other aims/objectives that you think the Liskeard & Looe Community Network Area should aspire to?

Question LL 4

Do you agree with the proposed levels of growth and distribution within the Liskeard & Looe Community Network Area?
If not, please indicate your alternative.

Question LL 5

Do you agree with Cornwall Council undertaking further investigation into the development of an eco-community at site RTP15 (see Map 1)?
Please provide any comments/reasons.

Question LL 6

Do you agree with the retail boundaries and primary retail frontages shown on Map 2?
If you disagree, please describe your alternative.

Liskeard Framework Plan (see section LL6)**Question LL 7**

Do you agree with the employment/retail site options that have been highlighted?

If you disagree with any of the employment/retail options that do not already have planning permissions in place, please state which you disagree with and your reasons for this.

Question LL 8

Are there any other sites that you feel would be more appropriate for employment related development?

If so, please state the location, together with the reasons for it being more appropriate than the currently identified sites.

Question LL 9

The Steering Group would support a larger amount of greenfield land (in the options cells) coming forward for employment than the amount specified by the Employment Land Review. Do you agree with this?

Question LL 10

Do you agree with the housing and mixed use sites proposed for Liskeard?

If you disagree with any of the housing or mixed use sites that do not already have planning permissions in place, please state which site(s) you disagree with and your reasons for this.

Question LL 11

Are there any other sites which you feel would be more appropriate for housing related development?

If so, please state the location, together with the reasons for it being more appropriate than the currently identified sites.

Open Space**Question LL 12a**

Please identify the name (or location) of the open space that you visit most often **on foot** from home.

7 Questions

Question LL 12b

Please provide your post code (*this will enable us to calculate typical walking distances*).

Question LL 12c

From the following list please tick the **two** main aspects that appeal to you about this space:

Good pathways []

The nature or trees there []

Feels safe []

Is kept clean and tidy []

Large open exercise area []

Adequate seating []

Dogs are welcome []

Dogs are excluded []

Appealing flower beds []

Sports facilities []

Children's play equipment []

Facilities for young people []

Secure gates/fences []

There is a public toilet nearby []

There are regular events or activities []

Peace and quiet []

Good views []

(Tick two only)

Other Comments

Question LL 13

Feel free to set out any other comments regarding the proposals for the Liskeard & Looe Community Network Area.